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"As a part of the general project for the improvement of administration, it is felt desirable to establish a program for in-service training of men and women who show aptitude and promise in the several functions constituting the field of administrative management *****."

These words from Title I, paragraph 373 of the Administrative Regulations provide the basis for improving the ability of Department employees in the field of management. A committee, appointed by the Secretary for promulgating Training in Administrative Management (TAM) has initiated, aided and encouraged such training. Leadership Institutes for training Department officers to organize and conduct local TAM Workshops were held at Denver, Colorado and Atlanta, Georgia.

✓ The Boston TAM Workshop was organized through the efforts of all Department agencies in the northeast. These agencies appointed a Steering Committee which first met in May 1953. Sub-committees were appointed to select a TAM Workshop location, prepare an agenda and determine the number of people each agency should be allotted. A second meeting of the Steering Committee was held in October to finish up plans, make final arrangements and prepare to contact discussion leaders.

TAM provides the first introduction to the complicated field of management for many officials of the Department whose training has been primarily technical but who through service, promotion and responsibility are now engaged partially or wholly in administration.

By contact with leaders in the various fields of management and through the discussions it is hoped that the interest and enthusiasm engendered will stimulate Department officials to the further study and application of better management.

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This report was prepared during the period the Workshop was in session in order to provide a record of the conference for the participants, for reference in the field of administrative management, and for guidance in planning future local workshops. Facilities did not permit a full transcript of the many important papers which were presented nor of the lively discussion periods which they stimulated. An attempt has been made in the summaries, however, to capture the highlights of administrative management as we studied them during the Workshop. It is entirely possible that in an attempt to brief much technical material unintentional misrepresentations of speakers' remarks may have crept in. If any have occurred we ask the indulgence of our speakers and of our fellow participants.

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ACKNOWLEDGEMENTS

Appreciation on behalf of the TAM Workshop held in Cambridge, Massachusetts, February 1 - 5, 1954 is expressed to the following:

Mr. Roy G. Richmond, who took the initiative and organized the Steering Committee that was responsible for the Cambridge TAM Workshop. This committee was composed as follows:

Donald P. Allan, Extension Service
Dr. Arthur B. Beaumont, Soil Conservation Service
Walter T. Clark, Production and Marketing Administration
Arthur Hackendorf, Bureau of Agricultural Economics
Sinclair F. Kenney, Farmers Home Administration
George P. Kramer, Forest Service
Roy G. Richmond, Bureau of Entomology and Plant Quarantine
Glenn R. Allison, Bureau of Entomology and Plant Quarantine

Dr. Beaumont, Donald Allan and Glenn R. Allison for preparation of the agenda and selection of speakers. Messrs. Arthur Hackendorf and Walter Clark who made the local arrangements for the Workshop and its participants. Mr. George Kramer who corresponded with the agencies to determine the number of nominees each were permitted to send to the Workshop.

Mr. George Peer, Executive Secretary, Moffat Program, Harvard University, and Mr. Roy Williams, Executive Vice-President, Associated Industries of Massachusetts, who cooperated generously with Donald Allan in securing the many excellent leaders who took time from busy routine to bring their experience and knowledge to the Workshop.

Mrs. Ethel M. Cyr, Plant Pest Control Branch, Agricultural Research Service, who typed the entire report and worked so harmoniously with the Report and Editing Committees.

Mr. Charles E. Eshbach, Director of the Boston office of the New England Extension Services' Regional Marketing Program, where this report was duplicated.

Messenger service provided by the office of Mr. Richard D. Aplin, the Boston Milk Market Administrator.

Harvard University, Graduate School of Business Administration, for the excellent facilities of the University made available for the Workshop through the hospitable assistance of Dr. J. D. Black, Professor J. K. Galbraith and Miss Grace Russo.

BIOGRAPHICAL SKETCH OF SPEAKERS

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A Management Consultant in Portland, Oregon with wide human relations experience in Europe following World War II.

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BS, Yale University; several years responsible management position with the Gillette Company.

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AB, Washington and Lee University; and LL.B, Columbia University School of Law. Practicing lawyer for 11 years. Responsible for the public relations program of Raytheon since 1947. Served in the Section Naval Group on Procurement Policy for 3 years during World War II.

LINDBERG, Ben Aksel - Associate Professor, Graduate School of Business Administration, Harvard University

BME and ME, New York University; recently completed a book dealing with some of the problems and attitudes of elderly workers, which will be published in 1954 by the Division of Research of Harvard School of Business, the result of a two-year research project. A selected case book on personnel administration is also scheduled for publication by Prentice-Hall, Inc., in the spring of 1954. Since 1946 Professor Lindberg has been responsible for the course in Personnel Administration at the Harvard School of Business; he also teaches similar courses at the Harvard School of Public Health and in the Radcliffe Management Training Program.

McKENNEY, L. Clayton - Manager of Personnel, Hood Rubber Company, Division of B. F. Goodrich Company, Watertown, Massachusetts

Former President, Industrial Relations Conference of Massachusetts. Former President, Personnel Managers Club, Boston C of C. Co-author "Special Problems in Labor Relations" (Pigors, McKenney, Armstrong). Published McGraw-Hill, 1939. On the Advisory Council, Nichols Junior College and Alumni Council, Boston University.

MORRIS, Dr. Bruce R. - Professor of Economics, University of Massachusetts

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February 1 - 5, 1954

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Frederick W. Babbel
Administrative Assistant to the Secretary
United States Department of Agriculture

DIGEST OF TALK

The group was much impressed with Mr. Babbel's treatment of the overall subject of management. He emphasized that programs are carried out through people and therefore a program is only as effective as management's treatment of man.

- I. Interest in man is the important point in management.
 - A. Programs are carried out through people and therefore a program is only as effective as management's treatment of man.
- II. How employees perform their jobs depend on you as a supervisor.
 - A. Look to yourself if things go wrong.
 - B. People like to feel important - they don't like to be ignored.
 - C. People resist change.
 - (1) Learn to get people to accept changes by:
 - (a) telling them the why of the change;
 - (b) telling them the when, who, how and where;
 - (c) conditioning them to the coming changes.
- III. It is more difficult to find individuals who know how to work with people than to find technicians.
- IV. Employees should know:
 - A. Why they are asked to do things.
 - B. What are their specific duties and responsibilities.
 - C. What are the objectives involved.
- V. The objective of this Administration is decentralization.
 - A. Field employees nearer to the point of action should make many of the decisions of a local nature.
 1. This gives the employee a feeling of importance.

2. This makes it easier to fix responsibilities.

VI. What makes people "tick."

A. People like to feel important.

B. People like to have fixed responsibilities.

C. People like to be able to make decisions.

D. People like to know why they are doing things and how to do them:

VII. The supervisor should make it easy for his employees to be right and keep right.

VIII. Most problems (management) involve the human element.

A. It is easier to solve problems where a human being is involved if the supervisor will put himself in the employee's position and determine how he (the supervisor) would like to be treated under the same conditions.

IX. Each supervisor should analyze himself.

A. Is he optimistic or pessimistic? - He will inject the same feeling in his subordinates.

B. Is he interested in his subordinates? - His employees will reflect that interest in the progress of the organization.

X. Take time to explain why - it will save time in the long run.

Summary Prepared By: Benjamin Isgur, Soil Conservation Service

"The Inner Man Steps Out"

Film Produced by The General Electric Company

This film illustrates how an understanding of some basic ideas of human relations can help prevent, or solve, supervisor-employee conflicts.

It may be divided into three phases. The first deals with the symptoms of the developing conflicts: the unhappy home life of the supervisor caused by his extreme irritability. The second phase traces his appeal to his doctor to help him find out what's wrong with him. It soon develops that the roots of his domestic difficulties lie in his daily frustrations in the plant where he works. He describes four examples of this frustration, each one a problem in human relations induced by his preoccupation with "getting the work out," and his failure to understand his people. His physician points out the basic human need for "security" in one form or another. His failure to provide for this security of the inner man builds up resentment toward him on the part of his associates. The doctor's prescription: "Relax."

The final phase of the film brings the harried supervisor face to face with his inner man, typifying common sense. Each of the four cases of conflict is analyzed, and the key element of need for security - first on the part of three subordinates and finally on the part of the supervisor himself - is pointed out. The answer to the problem is as clear as it is simple: treat his people as he himself would want to be treated.

The film closes with a warning: It is not enough merely to recognize the importance of this element of inner security. The supervisor must do something about it in his day-to-day dealings in human relations.

DISCUSSION

The discussion centered largely around ways of achieving the sense of security of the inner man.

1. Definite assignment of responsibility, which is usually so important in successful human relations, requires an understanding of both individual competence and temperament.
2. Failure of an employee to develop satisfactorily is often due to failure of the supervisor to demonstrate good human relations in his training.
3. The need for developing this sense of security or self-confidence during training applies to all levels of authority. In many cases it hinges upon subordinates' understanding the nature of specific goals and the reasons for them.

4. One way to achieve good human relations through a stronger sense of security is to place responsibility for decisions as far down the ladder as possible.
5. Frequent policy changes increase insecurity. But that is to some extent inherent in government service. Such changes can and should be kept to a minimum, but not eliminated.

Summary Prepared by: Walter T. Clark, Agricultural Stabilization and
Conservation
Thomas F. McLintock, Forest Service

Discussion Led By: Lloyd E. Butler, Agricultural Research Service
Dr. Carl E. Boyd, Agricultural Research Service

Paul Lawrence, Assistant Professor
Graduate School of Business Administration
Harvard University

DIGEST OF TALK

Professor Lawrence began by calling attention to the digest of the talk given by Frank H. Spencer, Assistant Administrator, ARA, prepared at the TAM Workshop in Atlanta, Georgia in December of 1952. This digest listed the following leadership essentials:

1. Knowledge
2. Imagination
3. Sense of Responsibility
4. Ability to select key assistants
5. Ability to delegate
6. Decisiveness
7. Dependability
8. Integrity
9. Unselfishness
10. Loyalty
11. Patience
12. Courage
13. Faith

DISCUSSION

A case history presented by Professor Lawrence involved the promotion of a young employee who had taken advantage of a suggested training program which had previously been offered to three older more experienced employees. The position for which he was selected placed him in the supervisory role over the others. They protested the promotion to higher officials.

The group discussion that followed was centered around ways to have prevented the problem and how to handle it now that it existed. It brought out the following weaknesses that often exist:

1. The lack of a specific training program.
2. Lack of a program providing for appraisal of current personnel accomplishment.
3. The training program and the personnel involved in receiving the training should be clearly understood by all employees. They would then understand the basis for selection and be properly conditioned for promotion announcements.

It was generally agreed that supervisory personnel had become involved in a situation that could become explosive. Various suggestions were advanced to correct any inequalities and to salvage the situation. The most popular

solution suggested that the supervisor confer with the three men in an attempt to determine the source of their grievances, to gain their support, to instill them with a feeling of importance and assure them of the important place they occupied in the organization.

The group considered the problem analyzed as a representative situation, that could happen in their own organizations. Probably the discussion of the practices in management that caused this problem was fully as important as the discussion of how to solve the problem.

This approach to the study of leadership proved very stimulating.

Summary Prepared By: Gerald S. Wheeler, Forest Service

Discussion Led By: Joseph A. Horn, Agricultural Stabilization and
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W. Theodore Hebel, Soil Conservation Service
Richard F. Kenyon, Agricultural Stabilization
and Conservation

Bibliography:

1. Digest of Talk by Frank Spencer, Assistant Administrator, ARA, USDA, Leadership Institute TAM, Atlanta, Georgia, December 1-12, 1952.
2. Harvard Business School No. EA-A₂ - Case John Edwards

E. M. Leathem, Assistant to the President
Raytheon Corporation

DIGEST OF TALK

Public relations as a profession has not been definitely established as a specialty and if one were to define it one would get about as many definitions as the people giving them. Public relations is not a function but a state of mind. The policy of public relations in business cuts across all levels of an organization - that is the necessity of good public relations must be engendered into every employee.

Some of the objectives of a public relations program in business are that your company puts out a reliable product, justly priced, with a reasonable margin of profit, returns a fair dividend to its stockholders, treats its employees fairly, assumes its responsibilities in the community. In other words, public relations embraces relations with employees, stockholders, community, press, customer, and supplier - these relationships are also applicable to government organizations in one way or another.

A sound basis of good public relations is common understanding of objectives among personnel within the organization. This can be accomplished by acquainting personnel with all phases of organization objectives and policies through discussions, handbooks, bulletins, etc. A warm loyalty to the organization among the rank and file employee will help solve a great number of your public relations problems. The day to day contacts with people we deal with are still fundamentally the basis for maintaining good public relations.

Public acceptance of a program is an unpredictable thing and cannot be sold faster than the public will accept it. Care must be exercised to follow a policy of advising the public on all sides of a problem or question. The public resents efforts to sell a one-sided story - be factual. Public relations should work toward the prevention of a bad attitude rather than correction of a bad attitude already established.

DISCUSSION

Points brought out during the question and answer period were that - personalities were definitely a factor in public relations - the individual is in fact a representative of the department or organization - voluntary cooperation in public relations sells itself roughly in proportion to its merits - personal contacts are the most important methods in bringing about voluntary cooperation - the higher the level of responsibility for a public relations program in an organization, the more effective the reaction on the public - public relations in government must not serve one particular person or political party, both sides of the question must be presented.

Summary Prepared by: P. H. Simmonds, Forest Service
A. R. Thiele, Agricultural Research Service

Discussion Led By: K. P. Butterfield, Forest Service
W. T. Clark, Agricultural Stabilization and
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J. T. Brown, Extension Service

Howard Gambrill, Jr., Vice-President
Gillette Razor Company

DIGEST OF TALK

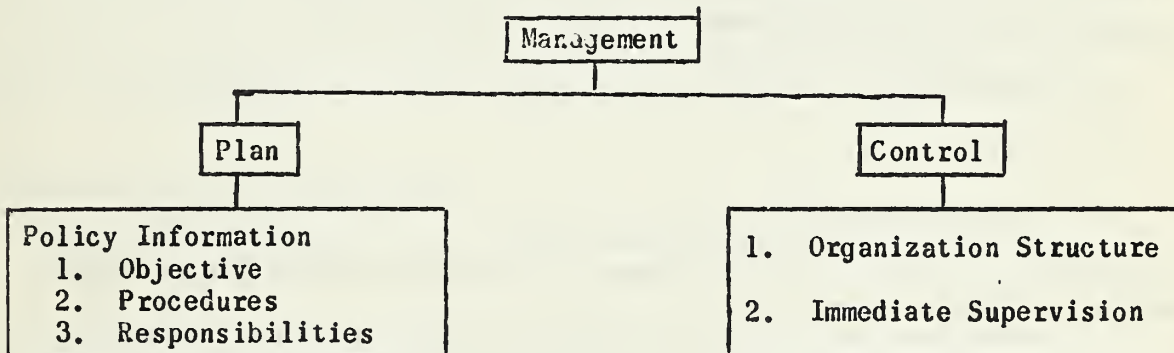
Principles of Organization

The basic principle of organization is the objective; it must be pinpointed and clarified and have a definite purpose before it can be determined where the goal lies. Organization then has a double purpose.

- (1) The direction of people rather than things.
- (2) To get things done through people.

Management

- (1) Definition: Management defined as the development of people with attention to improving skill and directing activities.
- (2) Structure:



Executive Function

1. Determine what people are to do.
2. Select most qualified people to do it.
3. Check periodically how well they are doing it.
4. Find methods by which they will do it better.

Plan. Without a sound and completely coordinated plan management ceases to function. A plan must have an objective before procedures can be outlined, and responsibilities established.

Control is exercised through the organization structure and immediate supervision.

Executive Function will be determined to a large extent by the organization structure and degree of decentralization desired.

Delegation of responsibility for program progress must carry a corresponding amount of authority to insure respect by personnel as to the plan and the immediate supervision.

Leadership qualities are necessary to translate the program and its objectives in terms that inspire others with the desire to work toward the common goal.

Periodic review of the progress being made permits the executive function to retain its own position with respect to the plan as a whole with the thought that improved methods may be employed.

DISCUSSION

The discussion period developed the following:

Types of Organization:

1. Line Organization: Action passed from one individual to another. Levels of authority stacked one upon the other.
2. Functional Organization: Separate management for each function.

Communication is the "blood" connecting the entire body of organization.

Communication takes three forms:

1. Spoken word.
2. Written word.
3. Facial expression.

Communication is also a two-way street in any organization for ideas to move up as well as down.

Summary Prepared by: C. D. Stevens, Agricultural Marketing Service
G. W. Breed, Agricultural Research Service

Discussion Led By: H. C. Anderson, Commodity Stabilization Service
J. C. Krysl, Agricultural Research Service

SELECTION AND DEVELOPMENT OF SUPERVISORS

Stanley C. Vance, Associate Professor
Industrial Management School of Business Administration
University of Massachusetts

DIGEST OF TALK

Supervisors are those in formal control of employees irrespective of position or level. Superior supervisors are difficult to locate for all levels of administration because of the lack of attributes required. Good supervisors can lead to a strong organization through strong leadership.

Even today both industry and government need more and better supervisors at all levels. Much has been done during the last two to five years in the development of leaders and supervisors.

There still exists a considerable doubt as to whether good leaders are born or made. The method of selection of good leaders or supervisors still remains an unsolved problem. After a few years of promoting expensive and elaborate training programs both with present employees and with promising college graduates, many industrial concerns are witnessing rapid turnover of supervisory and administrative personnel. Some people might conclude that with all that has been done to promote a scientific approach to selection of supervisory personnel, there still remains a program of "survival of the fittest."

Attributes of good supervisors:

1. Positive personality - he is firm, definite but liked by those whom he supervises.
2. Technical proficiency - he is technically capable and recognized in his field by those whom he supervises.
3. Executive energy - he must be able to endure long hours, problems, and still be amiable.
4. Heavenly intuition - he must believe in himself and the future.

General Selection Program

1. Make management inventory of needs.
 - (a) Job analyses - description - duties.
 - (b) Appraisal of personnel.
2. Make management control inventory.
 - (a) Possible job progression.
 - (b) Replacement chart.

3. Make development schedule.

(a) Short term or immediate training.

(b) Long term training.

Some Development Procedures

1. Workshop centers - formal training off the job.

2. "Cadet" on the job training.

3. Supervisor conferences for follow up and evaluation.

4. Maintenance of reserve force.

(a) Job rotation - for higher jobs.

(b) Special job assignments - projects.

(c) Special training schools or courses.

Some objectives of Training

1. To develop ability to think more effectively.

2. To develop ability to put new ideas over.

3. To develop human relations.

4. To stimulate accuracy and efficiency.

DISCUSSION

The problem of retaining trained supervisors within the organization was discussed. It was recognized that larger organizations can offer a greater opportunity for advancement of career employees. Since larger organizations use this procedure for retaining good supervisors there is little opportunity for the entrance of high level supervisors from outside organizations. On the other hand supervisors in small organizations see very little opportunity for advancement and are therefore attracted to other small organizations.

The importance of selecting the right individuals for supervisory jobs was discussed. It was generally agreed that of all the scientific methods of measuring technical and supervisory competence that none are "fool proof" and that people must still show their ability and "earn" their right to promotion rather than be "given" such right.

Throughout the discussion emphasis was placed on the importance of stressing training at all levels of organization in an effort to discover and develop leaders. It was also recognized that no supervisor has adequately fulfilled his responsibility unless he has trained some employee to take over his job in case of his absence.

Summary Prepared by: Lewis E. Parlin, Soil Conservation Service
William Clave, Forest Service

Discussion Led By: Henry M. Hansen, Extension Service
Robert W. Cherry, Agricultural Marketing Service

Bibliography:

Crown Princes of Industry - Fortune, October 1953

Development of Executive Talent - American Management Association,
1952

Is There An Executive Face? - Fortune, October 1953

Fred Neal, Manager
Employee Communications
General Electric Company

DIGEST OF TALK

Mr. Neal prefaced his remarks by asserting that the field of Communication in Management is not an area of high hopes, good intentions or wishful thinking but one which challenges the imagination and ingenuity of those responsible for providing effective leadership to others. He observed that the ever-present need for improving operating efficiency has led most industrial managers to seek more effective means of making their leadership felt at all organizational levels. Many have turned to the techniques of intensive communication to accomplish this purpose.

The techniques of intensive communication have been found effective in three major areas:

1. Integrating and motivating the management team.
2. Developing supervisors as leaders of their people.
3. Building employee confidence in top management.

It is in these three areas that management has long felt the need for greater control over its operation.

Motivating the Management Team

Through the techniques of intensive communication, top management finds it possible to develop a more closely integrated, a more highly inspired management team, working together smoothly, harmoniously, and without friction.

What Program Must Do:

1. The program must bring the manager before his subordinates and supervisors regularly as the motivating force behind the program.
2. It must provide for presentation of essential information at frequent and regular intervals, in the form of oral reports by top management.
3. It must provide the elements of participation and self-expression by stimulating questions, comments and suggestions, and there must be evidence that these suggestions are receiving careful and sympathetic consideration. Subordinates will defend the decisions and support the policies they feel they have had a part in developing.

4. It must provide a close personal relationship between each subordinate and his immediate superior. Subordinates who are able to discuss their problems with their supervisors find release from emotional tension and pressures which may otherwise find outlet in criticism, or loss of interest and efficiency.

5. It must enable those at lower levels to get quick decisions, prompt advice, and answers to their questions. Supervisors grow, or fail to grow, in stature and ability as they solve or fail to solve the numerous minor problems that arise day by day. No amount of education or training will substitute for this friendly and understanding guidance in solving the many practical problems which constantly arise.

6. The program must strengthen the horizontal relationship between functions, so that there is understanding of the work of associated groups, stronger ties between functions and greater incentive to work in unison.

Developing Supervisors as Real Leaders of Their People

The immediate supervisor is the only one who can instill in his people a feeling of confidence in supervision - confidence that supervision is interested in the employee as an individual; sympathetic with his needs, desires, hopes, and aspirations; working diligently to see that he is treated fairly; considers him an important part of the organization; is willing to listen to what he has to say; and sincerely wants his ideas, comments, and suggestions for improving the performance of the operation.

Under the management motivation program previously described, the first-line supervisor is equipped for this task of leadership. He is kept fully informed and instructed on the aims and objectives of the business - its policies, practices, organization, and operations. His own confidence in upper management is kept at a high pitch. He knows what is expected of him and is confident of his own ability to get results. His problem now is to generate this same sense of satisfaction among those who report to him. In a way, we are now repeating at a lower level the same program outlined in the preceding section for motivating management. The objectives are the same; the principles are the same; only the techniques differ, being designed to fit the conditions existing at this level.

Here again, the techniques employed are largely those of oral communication and man-to-man contact, since the need is to convey feeling - not merely information. Among the techniques available to the supervisor are round table conferences and work place meetings with his people, and the many informal contacts he has with them every day. In addition, there are the more formal contacts - the initial contacts with new employees, counselling talks, rating interviews, grievance contacts, and so on - all of which provide the opportunity to build sound relationships among his group.

The ability of the individual supervisor to assume real leadership of his group is the key to good employee relations - to the problem of developing favorable attitudes among employees, enlisting their cooperation in reduction of waste, in higher productivity, better quality, safer operations, and many other factors affecting the efficiency of the unit.

Building Employee Confidence in Top Management

No matter how respected the individual supervisor may be, the employee will always sense the presence of "the company" behind him as a separate entity, toward which his feelings may be entirely different. Most employees realize that many decisions affecting their welfare are made at higher levels, and there is need to assure them that at these levels there is the same sincere interest in them as individuals.

It is therefore the task of top management to endow this mythical personality which the employee calls "the company" with the qualities of friendliness, consideration, fairness, and competence. It does this by establishing its own direct contacts with the employee group, giving employees the opportunity to see and hear members of top management from time to time.

The techniques by which top management maintains these contacts are largely those of oral communication, since here again it is the feeling of trust and confidence which must be transmitted. These techniques include the "Business Report" meetings at which top management talks to employees about the conduct of the business; the practice of visiting the production and office areas under their direct influence; and other contacts both formal and informal between top management and employee groups.

In addition, there is much information of a general nature which top management can pass along direct to employees through some form of written communication; however the printed word is no substitute for face-to-face contact. The feeling of mutual trust, confidence, and understanding can only be built by oral and man-to-man contact. The feeling of participation can be generated only by the opportunity for discussion of the affairs of the unit between management and employees.

It is important that written communication not be allowed to circumvent the immediate supervisor. It is in the giving of information to his people that he develops many of his contacts with them, becomes the one they look to for information, and develops his prestige as a member of management who has the confidence of those at higher levels.

DISCUSSION

A brief discussion focused attention on the following points:

1. Communication between management and employees should be made promptly as soon as facts of mutual interest are known.
2. Each man should know how his job is related to other phases of overall operations.
3. Annual review of job performance between the supervisor and his immediate employees is essential.

4. Work standards provide a tool of measurement and evaluation by which employee performance ratings can be equitably arrived at. Possible conflicts may be avoided and areas of agreement reached through mutual understanding of the standards against which the employee is being rated.

Summary Prepared By: Lloyd E. Butler, Agricultural Research Service
W. Vern O'Dell, Agricultural Research Service

Discussion Led By: Marie D. MacIntyre, Agricultural Marketing Service
Donald P. Allan, Extension Service

INTERVIEWS AND RECRUITMENT

Ben A. Lindberg, Associate Professor
Graduate School of Business Administration
Harvard University

DIGEST OF TALK

We can think of interviewing as "looking between" - two people having a "look" at each other.

As an interviewer you have four main jobs to do:

1. To get information.
2. To give information.
3. To motivate the applicant.
4. To evaluate the applicant.

Let us now consider what we want to evaluate. First, we must consider the applicant's functional fitness. We ask ourselves these questions. Can this applicant perform the duties of his job description? Can he perform these duties now or after he has received training? Can he perform them correctly and safely? Second, does the applicant show qualities of adaptive willingness? Will he cooperate with the purposes of the organization and will he cooperate with the people in our organization?

Now, how do we find these things out? We must remember that we are starting with an individual. We can define an individual as "a bundle of potentialities." We can find out something about his potentialities if we ascertain his interests, attitudes, mental abilities, aptitudes and health. We can generalize and say that we can measure with some degree of accuracy his hereditary characteristics (mental ability, aptitude, and health), but we can't do much about what we discover. We can do something about his environmental characteristics (interests and attitudes) because many concepts, ideas, and impressions are gained at work and here we are associated with him for approximately 2,000 hours per year.

If we discover as much as we can about the applicant's interests and attitudes during the interview, it will not only help us to determine if he is the individual we want to employ but will also give us many cues to his development and training if we decide to employ him. (As Administrators we must always keep in mind that it is our obligation to release the potentialities of the individual in a creative manner.)

Our main object in the interview is to find out all we can about the individual we are interviewing. We can get him to talk, we can draw him out, if we always place in front of whatever we say to him a "why" or "what" or "where" or "when" or "who" or "how", and then sit back and listen. As you get clues as to his interests and attitudes pick them up and proceed with your questioning from there. Let the applicant talk. Ask a general

question and listen. Probe. Do not hurry. Allow plenty of time. Be patient. To use a psychological term, we might say you should show a sense of empathy; an ability to put yourself in the applicant's shoes and look at things from his point of view.

Forms can give you biographical and statistical information but your skill as an interviewer is your only tool in getting the real information you are looking for.

Any conflict of interests between the interviewer and the applicant should be resolved in terms of the job description and the best interests of the organization.

Summary Prepared By: Donald P. Allan, Extension Service
H. C. Anderson, Commodity Stabilization Services

Discussion Led By: Gerald S. Wheeler, Forest Service
William Clave, Forest Service

MOTIVATION AND STIMULATION

Robert Saltonstall, Lecturer
Graduate School of Business Administration
Harvard University

DIGEST OF TALK

Problems of motivation and stimulation are not unique to industry. They apply also to civil service and government. What is motivation? It is the ability as a supervisor to develop in an employee the enthusiasm and willingness to work. Specifically, for this workshop, the job of a supervisor is to encourage employees to work willingly and enthusiastically in performing efficient jobs for the USDA.

Employees respond to their jobs in different ways. They may:

1. Be "self starters" and need little or no stimulation.
2. Need to be prodded and stimulated.
3. Have a "don't care" attitude.
4. Be able to take a "bawling out" and improve.
5. Resent criticism.

All employees seek satisfaction from their daily work. We must get a "kick" out of our jobs in order to do a good day's work. We want to accomplish useful things, something we can be proud of.

This is a positive motivation, but there are also negative motivations in which we should not be trapped. For instance, we can hold over our employees the threat of disciplinary action or discharge if work does not come up to standard. We often take good work for granted, assuming that this is what is expected of them, and become overly critical for very little reason. These motivations are of little value, cause employees to resent supervision and develop negative attitudes toward their work.

DISCUSSION

The fact that types of supervision play a large part in developing positive motivation was indicated by spirited group discussion of a case study provided by the speaker. Providing maximum satisfaction to the worker results in deriving the full potential from the worker.

Satisfactions employees expect from their work include:

1. Pride of accomplishment; a goal; doing something worthwhile.
2. Acceptance as part of the group or team; doing a share for the team.
3. Recognition by management of skills, ideas, good work, worth as an individual.

4. Fair economic return; a decent living; and better wages for more or better work.
5. Trust in leadership; and in the employer.
6. Opportunity for advancement; chance to prove ability in order to get ahead.
7. Good environment; safe working conditions; nice people to work with and for; no more nervous tensions than necessary.
8. Adequate information about the business and how fellow employees are getting along.
9. Security; a reasonably safe future; protection against sickness and old age.

The reviewers want to emphasize the value of a paper written by the speaker entitled "What Employees Want From Their Work" published in the Harvard Business Review for November-December 1953.

Summary Prepared by: Arthur C. Hart, Forest Service
W. Theodore Hebel, Soil Conservation Service

Discussion Led By: Dr. William O. Caplinger, Agricultural Research Service
W. Vern O'Dell, Agricultural Research Service
Charles W. Turner, Extension Service

EMPLOYEE PARTICIPATION IN MANAGEMENT

Bruce R. Morris, Professor
Department of Economics
University of Massachusetts

DIGEST OF TALK

The attitude of management is most important in securing participation of the worker. This means recognition of the worker's ideas and knowledge by the worker that his ideas will be considered. However, decisions are the responsibility of management and to avoid this responsibility may result in weak organization.

Efficiency in Production

1. Short range - can be illustrated by process of getting the immediate job done.
2. Long range - for long-term good of the organization.

Methods of Securing Employee Participation

1. Question box.
2. Committee.
3. Social get-together.

All methods succeed at one time or another. There are no hard or fast rules by which to determine the success of any one method. Must consider human relations.

Job of Management

1. Discover the problem.
2. Collect possible solutions.
3. Select best solutions in view of the situation.
4. Make decision.

Most employees expect management to manage and make decisions. Ideas come from the bottom up and management must seriously consider every suggestion. If the employer does not allow suggestions to come up from the bottom, he will have difficulty in having them go down from the top.

DISCUSSION

What is the value of question boxes? Much depends upon the management policy in handling questions. Some companies use money and incentives.

Employee must see that he is going to get something for his suggestion. A lot depends upon what will happen to the worker as a result of any suggestion.

When should management allow the decision to be made by employees? Management should always make the final decision based on suggestions of committees or employees.

Summary prepared by: Henry M. Hansen, Extension Service
Richard F. Kenyon, Commodity Stabilization Service

Discussion Led By: Kenneth E. Grant, Soil Conservation Service
C. D. Stevens, Agricultural Marketing Service

THE GROUP PROCESS IN MANAGEMENT

Stephen Burke, Personnel Manager
Walter Baker Chocolate Company

DIGEST OF TALK

Group process in management, or the conference method, is really a description of what may also be termed supervisor training. This new terminology arises because of the very human reaction against the idea of being trained or educated.

The individual seeks a supervisor's job for reasons personal to himself; likewise the employer selects a person as supervisor also for personal reasons. The employer might do well to train potential supervisors in advance of a promotion for often a man outstanding in the ranks does not measure up to the employer's idea of a good supervisor when he actually becomes one. If, however, supervisors are selected for sound reasons, they should constitute a group that are interested in being more useful in their jobs. When this is not true it is usually among those who have worked for many years at a satisfactory salary rate and are not particularly ambitious to improve themselves. This condition exists because the possibility of securing substantially higher rewards seems remote and more difficult to achieve than the individual is willing to strive for.

Generally we find a good response to the suggestion: "Let's have some conference sessions." But if we embark on such a program merely because it is in the current fashion the results will be worthless. Even the well-intentioned attempt at using the conference method does not always achieve hoped for results. The difficulty grows out of the failure of management to sense what the men want to know. Either the material presented at such conferences is so devoid of human interest as to become prosaic or so remote and generalized in content as to be valueless. It is interesting to note that when a group of supervisors were asked to list conference topics, they listed subjects normally considered to be the concern of top management such as company policy, methods of compensation, competitive position of the company, chemical and technical research, the export and import position of the company, etc. They did not list subjects concerned with the performance of supervisors themselves. Yet the problems of supervisors are the proper content of such conferences even though the supervisors cannot be depended upon to make this determination. The most successful type of conference considers the basic techniques of supervision and their application to specific problems. Preferably the problems used as illustrations should not be those of the supervisors attending the conference but should be hypothetical problems or unidentified problems from some other companies.

If a manager feels that problems have not been resolved because the application of sound basic supervisory techniques has not been made,

then management has a real challenge to arouse interest and understanding of these techniques by the supervisors. This takes time and cannot be done in one easy lesson.

DISCUSSION

- Q. Can a person do good supervisory work and also be responsible for some production work?
- A. The tendency in industry is not to allow such a dual assignment because of the limitations set by union agreements and the Fair Labor Standards Act which defines supervisors.
- Q. If you build conferences around a consideration of supervisory principles and techniques, is there not a tendency for the supervisors to have a passive interest, believing that they already are acquainted with these techniques?
- A. This is a tough problem for although a person wanting to learn to cook will gladly take lessons, it is common belief of the supervisor that he knows by instinct how to apply principles involved in human relations.
- Q. You mentioned that some men arrive at a position beyond which they do not appear to have greater ambitions. Should management do something about this situation by encouraging a man to strive for a higher position?
- A. Not unless there is really an opening within the company for him.
- Q. At what point does a supervisor begin to know how to apply to concrete situations the principles and techniques learned in conference?
- A. You may consider his performance in terms of the diminution of problems in his unit as one measure of successful application of principles.

Summary Prepared By: Samuel W. Hoitt, Extension Service
Marie D. MacIntyre, Agricultural Marketing Service

Discussion Led By: Dr. G. W. Breed, Agricultural Research Service
Joseph A. Horn, Commodity Stabilization Service

MAKING AND EXPRESSING POLICY

Dr. John D. Black
Henry Lee Professor of Economics Emeritus
Faculty of Arts and Sciences
Harvard University

DIGEST -OF TALK

Dr. Black recited certain parts of his experience of an administrative nature, which proved to constitute a very substantial background for his talk.

The administrator of a large governmental body does not have the same freedom as one in an educational institution. There are limitations of budget and in definition of duties and responsibilities.

Dr. Black developed the thesis that before making policy one must make policy-makers.

He said that the idea of "training" has some unfortunate connotations. It carries the impression of a military way of doing things; of learning to do things in one particular way. It is true that there is a need in government for employee training, particularly at the lower levels of government but also at the level of this group.

Dr. Black contrasted the vocational type of training with the training of men to think.

Too much training can be of the applied kind with too little attention to teaching principles. Students have been taught to do particular things in a particular way. Land-grant colleges of the past taught such things as methods of figuring cost of production and conducted duplicating experiments in livestock feeding. These skills became outmoded.

Some men now holding key positions in the Department of Agriculture were taught to stand on their own feet and were trained to think. They received training in the theory and the use of their imagination. This is of the first order of importance in policy-making.

He cautioned that independence can be carried too far. A cocksure person has everything figured out and may be too firmly "crystalized" in his thinking. This makes for fault-finding and the tendency needs to be corrected.

Since sabbatical leave is not possible for government people to refresh themselves by direct outside contact, there is a need for in-service training. Young people coming into the service without sufficient background need training. This should be a combination of the "housekeeping" type of training and training in the policy-making function. Greater emphasis should be placed on the latter.

Farmers need to be educated to make their own decisions rather than to rely on their county agents to supply the answers. This would raise the level of economic literacy among farmers.

Between policy and program is the plan. Plan needs to be integrated with other plans to make a unified program.

Policy making should be a two-way process, working both from the top down and from the bottom up. Allowance for the exercise of discretion at lower levels is not enough.

Wise administrators discuss their problems all the way down the line.

Some types of policy-making decisions rest upon factors peculiar to one's own office. These decisions may be quite individual, though in accord with general policies handed down from above.

National policies must take into account factors which are national and international in scope. Nevertheless, local-level people should be fully informed concerning all these factors which shape national policy.

In the planning stage of expressing policy attention must be given to:

1. The objective you are attempting to achieve.
2. Execution of this objective at each level.
3. People who will carry out the plan.

When these points have been covered the policy will have been expressed. The final criterion of a policy is public acceptance or rejection of it.

DISCUSSION

The discussion brought out that through effective conduct of a public meeting, a large number of people may contribute divergent ideas and yet gain the feeling of participation in the making of policy.

Summary Prepared by: William O. Caplinger, Agricultural Research Service
Robert W. Cherry, Agricultural Marketing Service

Discussion Led By: Floyd W. Campbell, Soil Conservation Service
Samuel W. Hoitt, Extension Service

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METHODS AND TECHNIQUES OF IN-SERVICE TRAINING

L. C. McKenny
Manager of Personnel
Hood Rubber Company

DIGEST OF TALK

Industry in too many instances places too much emphasis on machinery, power, materials and products - and overlooks the human element. Where employed, in-service training procedures vary greatly depending upon the needs of the job or position and the people.

The training program of the Hood Rubber Company is vested in the Personnel Department, under the direction of the Supervisor of Training who "teaches teachers to teach." The training supervisor is responsible for developing training methods, conducting special courses, preparation of manuals, and coordinating the training program throughout the plant.

The training program is adapted for three groups of employees, as follows:

I. Training and Retraining Factory Employees.

- (a) New employees, given induction course which introduces him to the company and the job, individually or through group meetings. This consists of tour of plant, environment, company rules, what is being manufactured and where it goes, all of which is designed to make him feel at home. This helps him to realize that you appreciate and recognize him.

Four methods of training are employed:

1. Vestibule school method - by trained instructors.
Advantage - does not hinder production.
Disadvantage - does not give proper concept of job.
2. On-the-job apprentice training - acting as assistant to experienced employee who is teacher.
Advantage - foreman is relieved of teaching job.
Disadvantage - old employee may not be good teacher or may withhold certain skills in order to use new employee as helper to maintain production.
3. Training by foreman. Advantage - works out well in smaller departments, good experience for foreman and cuts down training staff.
Disadvantage - training may be neglected in larger departments, require too much of foreman's time and reflects in lower production.

4. Training on the job by trained instructor.

Advantage - Teaches under actual work conditions and eliminates all unproductive and unsafe methods of motion time analysis. Best method and gives best results. Disadvantage - necessitates selection of personnel with good teaching ability and time to train them.

- (b) Retraining old employees. This is necessary to meet seasonal changes in manufacturing routine. Accomplished under above four methods used in training new employees. Advantage - produces more versatile employees. Disadvantage - employee's earnings may be reduced due to transfer; transfers are costly to the company due to training guarantee payments.

II. Training and Retraining Foreman.

- (a) New foreman. Must have some previous specific training. Put on directly as assistant foreman and given educational foremanship course - either individually or in groups in accordance with training manual or handbook. Courses include company policies, time studies, job evaluation, union agreements.
- (b) Experienced foreman. Such training is necessary to cover changes in operations, methods and procedures and to keep them up to date. Usually by memorandum or by verbal explanation. Also by "role playing", motion pictures, and sound slide film - and by discussions of real situations.

III. Training for Executive Replacement and Development.

Purpose is to have qualified people available as needed through development and up-grading.

Selection

Personnel for these jobs is selected from colleges according to needs - general or specific. Certain number of men with degrees in Chemical Engineering, Mechanical Engineering, Business Administration, Accounting and Liberal Arts. Selections are based on intelligence tests, physical examination, personal character and multiple interviews, with the understanding that they are to be retained one year. If not suitable, let go. In some instances men without college background are selected from within the organization.

Training

There is no formal training for any particular job or position. Trainee works up through the various departments and his work is reviewed and appraised semi-annually in accordance with evaluation guides by his superior. If promotable, trainee is placed in managerial pool according to age and area of work for which best suited. Replacement register is kept for each higher level position indicating the number one replacement and two alternates.

DISCUSSION

The Hood Rubber Company men being trained for executive positions have college background. With some exceptions trainees do not know they are being considered for any specific position. However, they do know they are being considered for promotion.

A yearly review of the progress of each individual is conducted by the management committee. Progress report kept in each individual folder. Selections are made from management pool by the management committee with the vice-president of the department concerned having the final decision.

No specific training program mapped out for any individual as there are too many operational changes and because of fluctuations in business.

Voluntary leaders for social activities and benefit work are selected from the salaried employees and trained by the company and union. Recognition is the only extra compensation.

Summary Prepared by: Ralph B. Littlefield, Extension Service
Jerry C. Krysl, Agricultural Research Service

Discussion Led By: Benjamin Isgur, Soil Conservation Service
Arthur Hart, Forest Service

CIVIL SERVICE STRUCTURE

William A. Foley, Director, Region I
U.S. Civil Service Commission, Boston, Mass.

DIGEST OF TALK

The duties of the Civil Service Commission have become more complicated in recent years. There are now three operating arms, the control office at Washington, eleven regional offices and boards of examiners in all major agencies and in several first-class post offices. The Boards of examiners have important functions and their duties have been expanded during the past five years.

There are two primary functions of the Civil Service Commission. The first is recruitment which includes examination of applicants, establishment of registers, and keeping of records. The second is to give advice in the field of personnel management to the various agencies and to operate an inspection service. Agencies are delegated certain authority such as reinstatement and transfer of personnel and in some instances recruitment of employees. The Commission maintains control through inspections.

The Civil Service Commission invites the assistance and advice of the various agencies in setting up requirements for examinations and, where possible, assistance in recruitments. It was pointed out that the quality of recruits is most important and that any organization is only as good as its employees.

There are four methods of filling vacancies under Civil Service Regulations:

1. Appointment from Civil Service Register.
2. Promotion.
3. Transfer.
4. Reinstatement.

Selection from Register

If a non-veteran appears in the top three on a certificate of eligibles, he may be appointed provided there is good reason for passing over the veterans. If these reasons are not considered sufficient, the Civil Service Commission may not concur. However, this does not prevent the appointment.

Recent Change in Veterans' Preference

All veterans must secure a passing mark of 70, not including the added veteran's preference points. Disabled veterans must have at least 10% disability to place at the top of the eligibility list.

The following suggestions were made by Mr. Foley:

1. Every agency should have a good orientation program.
2. Follow up orientation after 30 days.
3. Determine whether or not the employee is satisfactory before the end of the probationary period.
4. Good internal promotion programs. Set-up policy in writing. Make qualifications realistic.

Removal Procedures

Non-veteran may be removed as follows:

1. Issue of letter of charges.
2. Allow 4 or 5 days for reply.
3. Issue termination notice.

Veteran may be removed as follows:

1. Issue letter of charges and proposal of termination in 30 days.
2. Review his reply to charges.
3. Issue termination notice 30 days in advance. The veteran has right of appeal to Civil Service Commission.

DISCUSSION

During the discussion it was brought out that transfer and promotion from another agency is possible. A warning was given regarding problems which may develop within an agency when this is done.

The question was raised as to whether anything was being done to evaluate such factors as personality, energy quotient and intuition in connection with civil service examinations. The answer was that this is being done in certain types of appointments and that further progress along this line is in the development stage.

Mr. Foley was asked if it would be permissible to give a higher grade for the same duties to an employee located in a high-cost-of-living area. The answer was no. However, when there is stiff competition for competent employees appointments may be made at a higher step within grade.

The differences between Schedule A, B, and C jobs was shown by the following descriptions of each:

- A. Positions which the Commission has determined cannot be filled by competitive examination. Local recruitment by agency is permitted.
- B. Positions for which the commission gives examination, but recruitment cannot be made through usual competitive channels.
- C. Policy-making positions or assistants of a confidential capacity.

At the present time there are less than 1,000 such positions in the federal service.

In answer to a question regarding efficiency ratings, the Director expressed the opinion that the present rating system is better than that formerly used. Discussion brought out that some agencies are using a type of promotion register to overcome the objection to the narrow field of performance rating in the system now in general use.

Summary Prepared by: Lewis E. Parlin, Soil Conservation Service
William Clave, Forest Service

Discussion Led By: W. Theodore Hebel, Soil Conservation Service
Dr. G. W. Breed, Agricultural Research Service

FINANCIAL PLANNING IN MANAGEMENT

Charles M. Williams, Associate Professor
Graduate School of Business Administration
Harvard University

DIGEST OF TALK

The speaker discussed the phase "Effective Use of Debt Financing." In any given situation, he said, the dangers and benefits from debt financing should be given careful considerations.

Dangers in Debt Financing

1. Possible inabilities to repay debt.
2. Forced sales if necessary are liable to occur in periods of depressed values.
3. Single owners must bear all the consequences of forced liquidations while in big business the burden is distributed among many stockholders.
4. Because foreclosures are liable to come in periods of poor business conditions, credit will be lost when it is most needed.
5. Borrowing beyond the earning capacity of the business or farm.

Advantages in Debt Financing

1. Decreases the dangers of venturing on an enterprise with inadequate capital.
2. Makes it possible to take advantage of opportunities to expand and produce more efficiently thus increasing net profits.
3. Debt money is cheap money.
 - a. Interest rates in the United States are low.
 - b. Interest payments are business costs that are deductible for income tax purposes.

How Much Debt is Reasonable

In determining how much debt a business should incur the following considerations should be made:

1. Capacity to carry debt is cash availability from:
 - a. Cash earnings.
 - b. Sale of built-up inventories.

- c. Decreasing accounts receivable.
 - d. Sale of available resources.
2. How much help can be expected from the lender in helping to carry on under adverse conditions.

DISCUSSION

Borrowers and lenders are continually placing more stress on cash flow charts when developing loan plans. It was also brought out that business concerns should be sure of their reasons for not using the opportunities afforded by debt financing.

Long-term finance planning has not been given the attention it should have been from business because of inertia, lack of understanding and pressure of day to day work.

Budgeting should be participated in by people in the lower levels of an organization to the extent that it is practical to do so.

Summary Prepared by: Kenneth P. Butterfield, Forest Service
Floyd W. Campbell, Soil Conservation

Discussion Led By: P. H. Simmonds, Forest Service
Lorenzo F. Kinney, Extension Service

SUGGESTIONS AND RECOMMENDATIONS WITH REGARD TO TRAINING IN ADMINISTRATIVE MANAGEMENT

1. Recommended that TAM representatives from this session meet as a committee from their respective states and decide whether or not this type of training will be carried down to their state. If so, they will outline a suggested program and call together representatives of each agency of that state for final revision and appraisal.
2. Recommended that the Personnel Department sponsor TAM sessions at this level at intervals to train those who could not attend this session and those who move into this level in the future.
3. Recommended that the USDA Graduate School send data on the organization to each TAM member for further study.
4. This group wishes to go on record as wholeheartedly endorsing the whole TAM program, its philosophy and its presentation of the material. It is an opportunity for great gain in administrative procedure and every effort will be made to apply the material.

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